

HOME OFFICE

The Recruitment of People
with Higher Educational Qualifications
into the Police Service



LONDON

HER MAJESTY'S STATIONERY OFFICE

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PART I

INTRODUCTION

Last year the Police Advisory Board Working Party on Manpower in the course of its general review of manpower questions considered the need to attract more recruits with higher educational qualifications to the police service. The majority of the members of the Working Party endorsed three specific recommendations: that recruits with at least two 'A' levels should be exempted from the educational examination for promotion; that recruits entering at 21 years of age and upwards should be eligible to take the qualifying promotion examination to sergeant a year earlier than at present; and that starting pay should take account of the age of recruits; but the Working Party as a whole were unable to reach agreement. The Working Party's Report stated that "This is a matter of the first importance which needs closer attention than we have been able to give it in the time available and we suggest that further consideration is required of ways and means of ensuring that the police service—in the words of the Royal Commission—secures 'a sufficient share of the better educated section of the community'". Having considered the Report, the Police Advisory Board adopted this suggestion and set up this Working Party to give further consideration to the problem. Our terms of reference also followed the words of the Royal Commission, and we were asked to consider ways and means of ensuring that the police service secures a sufficient share of the better educated section of the community. We have held five meetings and have received written and oral evidence from representatives of university appointments boards, schools, the Chairman of the Civil Service Commission Selection Board and police officers principally concerned with recruitment. Their names are listed at Appendix A. We are particularly grateful to them for preparing papers and attending meetings at short notice. We would also like to express our thanks to Mr. G. L. Angel and Mrs. E. A. Sandars of the Home Office, who have carried out the secretarial duties for the Working Party with the utmost thoroughness, skill and speed.

2. This report begins by summarising the present situation, the educational standards of recruits to the service and the efforts which have been made to improve them. We then consider what can be done by better public relations methods before turning to improvements in the service which are designed to make it more attractive both generally and particularly to the better educated. We give special attention to the promotion structure and finally consider a variety of possible methods of entry to the service.

3. Pay scales are different for men and women, and no woman has been appointed chief constable or assistant chief constable, although there are two women Assistant Inspectors of Constabulary. But women police officers are eligible for, and attend, the courses at the Police College, and the rules governing promotion are the same for women as for men. We believe that the police service offers a stimulating and rewarding career to well educated women, and the recommendations that follow later in our report apply equally to women.

Educational Background of Recruits

4. Last year the majority of recruits to the police service (52.4 per cent) had no G.C.E. passes ; 31 per cent had between one and four 'O' level passes ; 14 per cent had five or more 'O' level passes ; and 2.6 per cent had two or more 'A' level passes. The full percentages for the past four years are given at Appendix B. They show that 1966 was not an exceptional year.

5. For many years the police service has been recruiting a negligible proportion of graduates. In the first 20 years after the last war only 25 of the half million people who graduated from universities in England and Wales joined the police service. In 1965 five graduates were recruited ; last year there were 16 graduate recruits. A 320 per cent improvement in a year may be an impressive percentage but 16 out of 6,800 recruits is still only 0.2 per cent.

Needs of the police service

6. These figures must be considered in relation to the needs of the service, bearing in mind that the quality of the current intake will affect its standards for the next 25 years, and so far as leadership is concerned, is likely to be even more significant in the 1980s than the 1970s. We also note that virtually every profession considers that the importance and difficulty of its work requires a higher standard of recruit. We must accept that the number of highly educated people, though expanding, is limited, that the demands for their services are intense and growing, and that a service which attempts to attract more of them must show that it offers both full scope for their talents and a career comparable to that offered by competing occupations. Since the police service has been well behind occupations of similar quality in its intake of the well educated, an even greater effort is required to catch up.

7. It seems clear that in recent years the police service has not been getting a sufficiently high proportion of recruits who show early signs of being fit for quick promotion. Those responsible for the Extended Interview Boards confirmed this. The Bramshill scholarships are directed primarily towards making the best use of the talent already in the service, but we are all conscious of the need to attract a greater number of well qualified recruits.

8. We consider that the special requirements of the police service of character and physique are additional to and not substitutes for, the requirements of intelligence and good education which are normal for all work of good quality. Modern police work is becoming increasingly exacting at all levels. Problems of organisation are becoming more complex and police methods (to say nothing of those of some criminals) are becoming more sophisticated and increasingly linked with scientific developments. New methods such as unit beat policing will increase the scope for initiative by the individual constable and demand leadership which can evoke and guide this initiative without resorting to negative discipline. The programme of amalgamations will inevitably result in fewer but larger forces all requiring the administrative skill necessary to manage any large organisation, plus something extra to take account of the special problems of police work. The present rapid changes in organisation and method in the police will not produce a once for all solution, and a leadership willing to experiment and welcoming change will be necessary if the police are to keep abreast of the demands made of them.

9. Police work has always carried unique powers and responsibilities. It requires high qualities of judgement in balancing the needs arising from the fight against crime against the need to avoid infringing individual liberties. These responsible duties must be discharged in a way which will enlist public sympathy and co-operation and which will stand up to scrutiny by the courts, or by Parliament. It seems clear that the police have no less need of well educated personnel than industry or other public services.

10. The need is not confined to the highest ranks in the service. There is a need for a general improvement in the educational level in the service, and with the increasing opportunities for a higher proportion of the population to go on to higher education and the increasing responsibilities falling on the middle ranks in the service we think it reasonable to aim at a wide distribution of recruits with higher educational qualifications throughout a broad range of ranks. It would be unrealistic to expect a graduate to join the police with the expectation of remaining a constable throughout his career but we do not accept that only the very top jobs are suitable for graduates or that only graduates should fill them. We do not suggest that overtly or implicitly there should be any fixed quota of senior posts reserved for better educated recruits. For this reason we do not think it would be meaningful to set target figures for recruitment. For our purposes it is sufficient to agree that a substantial increase in the proportion of better educated recruits (with degree, 'A' level and 'O' level qualifications) is necessary.

Educational Trends

11. Quite apart from this increasing need, an increasing proportion of the abler members of the community stay on at school for 'A' levels and a high proportion of these go on to the university. If the police service does not recruit a progressively greater number of officers from this source, the level of ability in the service will not remain static and will undoubtedly decrease. It would be wrong to assume that the police service will in future be able to find a sufficient number of potential leaders from those who had the ability to benefit from university education but through choice or misfortune did not go to university. Before the war many of the ablest members of the community had no opportunity to go to universities but the educational system is now offering much greater opportunities. Many of those holding positions of responsibility in the police service in the last thirty or forty years would have gone to a university had to-day's opportunities existed when they were young. The system of selection for universities cannot be perfect and there are bound to be some young men of good quality and intellectual power who do not get university places, but the police service can hardly continue to rely on such windfalls to meet their needs.

12. Statistics of school leavers with two 'A' levels and of the intake of universities in England and Wales demonstrate this trend. In 1955/56, 16,600 boys left school with two 'A' levels and 13,300 entered university for a first degree or first diploma. The corresponding figures for 1966/67 were 40,900 and 28,900. The Robbins Report's estimates for 1980/81 (assuming that 70 per cent of university entrants are men) are 69,400 and 55,200. Many of those with two 'A' levels who do not go to university embark on some other form of further education. It is also noteworthy that the proportion of recruits from grammar schools has fallen from 43 per cent in 1962 to 35 per cent in 1966. These statistics are set out more fully in Appendix C. They

suggest that with the increasing tendency of those who have good 'A' level results to go on to university or to some other form of further education recruiting men of above average ability at 16 or 18 is likely to become increasingly difficult. There are already signs of this. The Special Course at Bramshill intended for the outstandingly able young officers in the service has a capacity of the order of 60 places a year. In the four years for which the Course has been running the selection boards have not found it easy to find sufficient men in the service to fill all the available places while meeting the exacting standards required. Moreover those concerned with the selection procedures say that of those who did satisfy the exacting standards very few were 'fliers' (men of really outstanding ability).

Previous consideration of this problem

13. The problem of recruiting sufficient men of outstanding ability to fill senior positions in the police service has pre-occupied all the Commissions and Committees which have considered the structure of the service since 1929. Until 1939 many of the top positions were filled by people from outside the service. In 1939 only four of the 42 English county chief constables had been in the police service in this country throughout their careers, though conversely only six of the 117 city and borough chief constables had been recruited directly into a senior post. Today all senior positions are filled by professional policemen and, except for the six direct entrants to the Metropolitan Police College at Hendon who are now in senior positions, all started as constables. It is accepted policy that these top positions shall continue to be held by experienced police officers.

14. The Metropolitan Police College at Hendon is the only British experiment in planned direct entry to a rank above that of constable. For this reason, and because of the reputation it has acquired in the service and outside, it is worth examining in some detail. It started in 1934 and was closed at the outbreak of the war in 1939. During this period, there were six courses of 30 men and one of 15 men which varied from 15 months' duration at the beginning to two years' duration at the end. There were three methods of entry to the College:

- (a) selection from serving constables and sergeants of the Metropolitan Police;
- (b) open competitive examination set by the Civil Service Commissioners;
- (c) appointment by selection from graduates, members of the armed services and others of similar educational background.

Those selected by the second and third method were known as direct entrants. Of the 188 students who completed the course at Hendon, 132 were Metropolitan police officers who had previously served as constables or sergeants, and 56 were direct entrants. It must be remembered that in the specially difficult employment conditions of the thirties many able people joined the police service who might not otherwise have done so and it is perhaps not surprising that there should have been this source of talent amongst the constables of the Metropolitan Police. At first, following the course at Hendon, those who had not previously been constables in the Metropolitan Police served for four months as constables, eight months as sergeants and at least six months as inspectors before being appointed as a second in command of a sub-division.

Those who had been constables before going to Hendon did not have to perform the four months' duty as constables. These periods were adjusted in the light of experience and in 1939 the arrangement was for those who had no police service to perform about a year's service as a constable on probation before entry to the College. The Commissioner, Deputy Commissioner and three Assistant Commissioners of the Metropolitan Police, 19 county chief constables, two thorough chief constables and four members of the Inspectorate, now serving, were trained at Hendon.

15. The Hendon scheme gave experience of command while young and attracted to the police service men who might not otherwise have joined, including some who joined as constables with a view to getting to Hendon. Lord Trenchard's emphasis on man management as part of the Hendon training also proved particularly valuable. It came at the time when the filling of top posts by men from outside the police service was ending and produced men worthy to fill senior positions. But the scheme evoked widespread opposition and resentment which still lingers in the service. It was regarded as a deliberate attempt to create an officer class structure in the police service with the higher posts reserved for a privileged elite. When the scheme was introduced it was indicated that those who joined the Metropolitan Police after 1933 could not ordinarily hope to be promoted above the rank of inspector unless they gained a place at Hendon. This was later qualified but not in a way which affected the basic intention, and at the same time a special class of constables were recruited for short service with no chance of promotion to senior ranks. The reservation of senior posts for a special class of entrants is a form of discrimination which none of us would favour to-day.

Steps taken since the war

16. At the end of the war the Government accepted the recommendation of the Police Post-War Committee that a national Police College should be established, and the Metropolitan Police College was not re-opened. It was accepted as a matter of policy that the responsible posts in the police service should normally be filled from within the service and the main object of the new College was to see that members of the service received training to fit them for posts of responsibility. It was always contemplated that the initial arrangements should be regularly reviewed. The White Paper of 1961 on 'Police Training in England and Wales' reported the conclusions reached as a result of the first thorough review. The new courses then planned—the 'Special Course' for outstanding young constables and a senior staff course for potential chief officers and assistants—were intended to offer attractive prospects for the recruit of good quality and to ensure that he should feel that he would be given the opportunity to use his talents to the best advantage, and they have earned a high reputation. The Special Course was linked with accelerated promotion to sergeant and was based on a very thorough system of selection operated on a national basis. Selection is by extended interview procedure consisting of a series of tests and interviews lasting two and a half days. Though making use of the civil service selection procedures, the format has been designed especially for the police service. The assessment is made by a panel comprising two senior serving police officers and one non-service member and the Director of the Board is Sir Arthur Young, Commissioner of Police for the City of London. The assessments of the interview panels have been tested against those subsequently made by the directing staff at the Police College and by senior officers in the

forces to which those selected return and have been found to be consistent in all but a few cases. The new courses at the Police College and the system for selection for them have been welcomed by the police service.

17. The Royal Commission of 1962 noted that it was then too early to express a firm view about the success of the new arrangements but deplored the fact that the police service should 'for years have been failing to recruit anything like their proper share of able and well educated young men'. The Commission went on to say 'It is in our opinion vital that the concept of the police service as a career in which men of the highest ability can find their proper place should be maintained. We do not doubt that Your Majesty's Ministers are aware of the urgency of this requirement, and they ought not to shrink from bold and even controversial measures in order to secure it. It is essential, too, that the police service as a whole should accept the need not only for improvement in the general quality of recruits but also for an increased intake of outstanding men'.

18. In recent years a number of additional steps have been taken to encourage better educated people to join the police service. In 1965 a serving police officer was appointed as a staff officer to H.M. Chief Inspector with the rank of superintendent. His full time duty has been to establish liaison with universities and make known the opportunities offered by a police career. He has established contact with university appointments boards and has interviewed over 300 interested undergraduates. The increase in graduate recruits from one or two a year to five in 1965 and 16 in 1966 is clearly connected with this appointment and the publicity given to the opportunities in the service for the well educated. The representatives of university appointments boards and of the Headmasters' Association drew particular attention to the value of this appointment. We heard evidence from Superintendent Jackson, himself a graduate, who has held the post since its creation. He emphasised that until recently the police service had not even been considered as a possible career for graduates. A positive effort to put information about it before them has had some result and may produce about 20 graduates a year. He has found substantial interest in the police service, but its career structure is not attractive to graduates and in view of the intense competition for their services he doubts whether the liaison and publicity work will in themselves be effective in attracting greater numbers unless greater inducements, particularly as regards pay and promotion prospects can be offered.

19. Last year the further step was taken of appointing liaison officers to establish links with schools and particularly sixth-forms. There is now a full-time liaison officer in each of the eight police districts. They are young officers of the rank of inspector. They discuss the police career with headmasters and careers masters, give talks to groups of students or see individuals and attend careers conventions. As this scheme has been operating for only a few months it is too early to assess results but headmasters have welcomed it and initial reactions are favourable. The Metropolitan Police are strengthening their schools liaison staff in a similar way.

20. A number of short residential study courses for undergraduates have been organised by big forces such as the Metropolitan and Manchester and individual attachments of undergraduates to the force they are considering applying to join have been arranged so that they may gain a first hand impression of the service.

21. A scheme for awarding university scholarships to young serving police officers of outstanding merit, after attendance at the Police College, started in 1964 with three 'Bramshill Scholarship' places at University College, London, and is steadily being extended to include other colleges and universities. The number of scholarships awarded in 1967 for whole time study is expected to be at least 21, with places being available again at University College, London, at the London School of Economics and at Manchester University and with further places available at the Universities of Oxford, Cambridge, Birmingham, Bristol, Essex, Liverpool, Newcastle-upon-Tyne and Nottingham. The degree subjects studied by officers to whom scholarships have already been awarded include law, social studies, economics and history. Some forces are also making local arrangements to send suitably qualified officers to the university. The Lancashire Constabulary have already sent three officers to Lancaster University and one to Leeds University and it is understood that the Essex and Kent Constabularies are both negotiating for places for their officers at local universities.

22. Groups of headmasters, careers masters, secretaries of university appointments boards and others concerned with education have been invited to visit the national Police College at Bramshill. This began in 1964 with a weekend programme in which the opportunities of the police career were explained and the views of those concerned with education sought. This has been followed up by numerous visits in small groups. We found that the visitors have been generally impressed by what the service had to offer by way of intellectual stimulus and in particular the quality of training for senior officers and potential senior officers at Bramshill.

23. Use has been made of modern advertising techniques to promote a more favourable picture of the police service. In the past four years a national recruitment campaign advertised the advantages of the police career. In 1963/64 and 1964/65 the expenditure was £200,000 in each year; in 1965/66 and 1966/67 the expenditure was £350,000 a year. In 1967/68, because of the restraints on expenditure, it will be £300,000. This is intended for general recruitment, not just recruitment of better educated people, but it pays for the liaison officer scheme and includes some advertisements directed specifically to sixth-formers and graduates. The object is not only to attract recruits immediately but to create an atmosphere in which people with higher educational qualifications would consider the police as a possible career. Judged by the number of enquiries they evoke the direct results of the advertisements have not been great but they have served to show that the police service is in fact ready and anxious to bring in suitably qualified sixth-formers and graduates, and their effect is likely to be cumulative.

PART II

PUBLIC RELATIONS

Attitudes of sixth-formers and undergraduates

24. We must recognise as a fact that at present the police service is not regarded as an attractive career for the graduate or sixth-former. Until recently it was rarely even considered as a possibility. There is a popular view that police work demands a good physique rather than intellectual capacity and it

is unconventional for a man with good academic qualifications to seek a police career. This is not an easy convention to break quickly because traditional patterns of employment tend to be supported by parents and teachers who discourage the academically successful from seeking a career which is normally pursued by men without their qualifications. Headmasters have told school liaison officers 'this boy will obtain good 'A' levels and should consider something better than a police career' or 'he will never make the grade academically but might make the grade as a police officer'. In consequence the police service not only receives few academically successful recruits but those who do apply often tend to turn to the police as a second or third choice. Three quarters of recruits to the police service from grammar schools have failed to gain five or more 'O' levels; and the small number of the graduates recently joining the police have been outnumbered by recruits with university experience who left the university without obtaining a degree. It is important that the service should not only attract more well educated recruits but be able to attract a share of the best from each educational level. It cannot do this unless it is considered as potentially a first choice career. It was also pointed out to us that a few inadequate recruits of university experience could create a general prejudice against the better educated.

Presentation to the Public

25. The police are certainly not handicapped by a lack of interest in their work. Few if any occupations exert a greater fascination or occupy more space in newspapers, television, the cinema and other organs of publicity. The picture presented may sometimes be misleading and on occasion the police are shown in an unfavourable light but on balance it must be helpful that the police are concerned with work which is clearly of intense interest to the public and which affects all of us to a greater or lesser degree. But this general interest is not easily converted into a desire to join the police service. We were impressed by the general view expressed by the witnesses with wide experience of the academic world that the reputation of the police service amongst sixth-formers and undergraduates was that of a service which had little interest in attracting 'brains'. Unimaginative discipline, a predominance of routine work and promotion only after long service—this is the image of the police service amongst the better educated young men and women. A decision by a young man or woman of good academic quality to join the police service is still regarded as somewhat eccentric and needing special justification: this affects parents in particular.

26. This general picture of the police service is a very misleading one and with the carrying into effect of the varied and far-reaching recommendations of the 1966 Working Parties is becoming more so. The public is still not sufficiently aware of the pace of development in police organisation, techniques and equipment and of the intellectual challenge it presents. Some progress has already been made in putting this across, but we consider that there is very considerable scope for stressing it in the presentation of the police service to the public.

27. Members of the public are not in the ordinary way likely to have direct experience of what police work and organisation is like. We know that some forces arrange open days and specially planned visits by sixth-formers and undergraduates interested in a police career, but more needs to be done. We

recommend that there should be a scheme worked out on a national basis for study visits to police forces. Each visit should last not more than a week. It should be able to include visits to services and establishments serving more than one force such as Bramshill, District Training Centres, Forensic Science Laboratories, and Criminal Record Offices but the detailed arrangements should be made by and based on single forces rather than consist of a 'Cooks tour' of several headquarters. The publicity should be nationally organised. We recommend that a model scheme should be devised utilising the experience of those forces which have already experimented on such lines. We envisage separate schemes for school masters, graduates and sixth-formers.

28. One suggestion made to us by a university appointments board witness was that the police service might offer paid vacation work to undergraduates, so as to familiarise them with the work of the police. Obviously they cannot, without training, undertake actual police work and most of the work of auxiliaries requires longer training and experience before reasonable proficiency than is possible in a long vacation. If a reasonable salary were offered and earned the undergraduates would have to be given jobs which could be learned in a few days and which would be bound to be monotonous. There is very little such work available and we doubt whether doing it would be much of an encouragement to join the police. We therefore cannot recommend this, although if any suitable work is discovered we should not wish to discourage such arrangements.

29. We think there is more scope for contact in school holidays between schoolboys interested in a police career and police forces. The representatives of the Headmasters' Association emphasized to us that despite the facilities given by some forces for suitably qualified boys to study for their 'A' levels while cadets, a boy interested in the police service as a career who had reached 'O' level in several subjects and who was thought likely to reach 'A' level in two or three subjects might in the long run do better if he stayed on at school having the benefit of two years in the sixth form than if he joined the police cadets at 16, but that there would be great advantage in linking him with the police by giving him the opportunity to carry out a period of whole time cadet service, with pay, in his school holidays. He would then have an opportunity to maintain contact with the police and to find out more about police work and there would be a much better prospect of his joining as a recruit at 19 after having obtained his 'A' levels than if contact was lost with him during his time in the sixth form. We recommend that forces provide facilities for this kind of contact.

30. We also attach great importance to enabling a boy who is in the sixth form and expresses a wish to join the police when he has taken his 'A' levels or even after university to establish links with a force immediately. Later in this report we recommend a scheme for police scholarships to university but we are here concerned with the sixth-former thinking of joining the police in the normal way after taking his 'A' levels. The difficulty is that the minimum age for becoming a constable is 19 and it is not possible for a force to be sure whether a boy interviewed at 16 who intends to continue his education will be acceptable at 19. Nevertheless many sixth-formers like to settle their careers well before leaving school and in view of the high physical and character standards for recruitment into the police it is reasonable for such potential recruits to expect to know early whether they are likely to be accepted or

whether they should try for another career. Some forces already interview sixth-formers expressing interest in the police and tell them whether they will be accepted when they are 19, and we recommend that this practice should be generally adopted.

31. Some forces also already offer a short but properly organised period of service as a cadet to the youth leaving school at 18 or 18½. This is an excellent arrangement and prevents touch being lost with potential recruits of good quality. We recognise the difficulties of organising special courses for small numbers but recommend that the desirability of such arrangements be drawn to the attention of all forces.

32. We are glad to note with approval the success of the schools liaison officer scheme. We regard it as essential that this liaison work should be performed on a full-time basis and not have to be fitted in with other police duties. We also consider that young inspectors are the right level at which to make contact with sixth-formers. We consider that the work of the liaison officers should be backed up by the necessary aids including a film suitable for showing to sixth-formers about police work. One of the consequences of amalgamations is that the larger forces should be able to devote more attention to the specialised problems involved in recruiting. A full-time officer is more likely to be justified and the production of literature more worthwhile in a large force than in a small one. We do not, however, consider that this will remove the need for the schools liaison officers, indeed it should enable them to concentrate on their work with sixth-formers more effectively.

33. We recommend a new scheme to supplement the liaison officers' work. We consider the most effective advocate of a particular career in a school is likely to be the recent former pupil who has done well in it. The armed services operate 'old boys' schemes whereby serving officers maintain liaison with their old schools, and the civil service have a scheme whereby a young graduate in the service is available to see any undergraduate from his college or university who wishes to talk informally about the civil service career. We recommend that officers who successfully complete the Special Course at Bramshill should be requested to establish liaison with their old school. This work should count as police duty and reasonable expenses should be paid. Other officers whom the chief constable considers suitable for this work should also be eligible for it. It is desirable that there should be no more than one such officer for each school, normally a member of the force in whose area it is situated. It should be accepted that young officers are most suitable for this work and an officer in his twenties and early thirties who had done it for several years successfully should not regard it as a criticism when he is replaced. Where suitable serving officers are available similar arrangements should be made with universities.

34. We regard these proposals as additional to and in no way as substitutes for the present recruiting publicity which mainly takes the form of press advertising. Only a part of this is specifically directed to the better educated section of the community. We hope that the changes recommended later in this report will help to make it more successful. We are aware that the amount spent on police advertising is substantially less than that spent by the armed services with the object of attracting officers. We think that there is a strong case for spending more, and that we are very far from having reached the point of

diminishing returns. We stress the need for specialization in the literature. The graduate and sixth-former is not much influenced by general purpose recruiting publicity, indeed, by itself it may convey the impression that the police are not particularly interested in his special qualifications. We also think it worth drawing attention to a point of general importance—the presentation of police pay. The rates of pay in themselves do not tell the whole story since they do not include the substantial fringe benefits such as a free house or tax-free rent allowance and the specially favourable pension arrangements. As the scale of benefits varies from one force to another it is difficult to give any one figure which is not in some respect misleading. We suggest that by giving in publicity material actual examples of individual officers' pay with fringe benefits (without claiming that they are typical of every force) a fairer impression could be conveyed.

35. One of the matters considered by the Working Party on Operational Efficiency and Management was whether to change the title of the rank of sergeant. After full consideration they recommended against a change. This Working Party has been impressed by the evidence of several witnesses that people outside the service draw the analogy with the armed services and equate the constable with a private. We who are closely concerned with the service know that the parallel is wholly inappropriate and that the constable in law and in practice carries a very high degree of independent responsibility, but so far as recruitment is concerned it is the view of outsiders which matters. Some of us consider a change in the title to be necessary but bearing in mind that the history and dignity of the title is valued by many in the service, the difficulty of suggesting a satisfactory alternative, and that the previous working party recommendation against a change has recently been considered and accepted by the Police Advisory Board, the majority of us do not feel able to recommend a reversal of the decision. Any disincentive effect will depend on the time a recruit expects to spend as a sergeant and will be much reduced if the able man is confident that he will quickly be promoted further. We all agree that, as in the later parts of our report we are recommending important changes in such matters as promotion structure, it is desirable to give priority to these changes of substance rather than to a change of title, however important this may be.

PART III

GENERAL CHANGES IN PAY AND CONDITIONS

36. Although the evidence we received laid considerable stress on the need for improving the public impression of the police service, it also made it clear that this would not in itself be sufficient. The reality must measure up to the publicity or those recruited will leave. No information is available about whether the wastage rate among the better educated recruits differs significantly from the overall wastage rate, and we are glad to note that more research is being done into the reasons for recruitment and wastage generally which will help to throw light on these problems as they affect the better educated. So far as graduates are concerned, the numbers recruited have been too small for any deductions to be drawn.

37. We do not think it right to begin by considering the better educated in isolation from the service as a whole. The spirit of comradeship and unity is

one of the outstanding features of the police service. Its general morale, efficiency, pay and conditions are crucial factors in its attractiveness to the better educated as to anyone else. To think of better educated recruits in terms of a small elite apart from the rest of the service would be as unrealistic as it would be unjust. Nor, we suspect, would such an approach be effective in attracting the better educated people we are seeking. On the other hand, the more men and women who come into the service with a good educational background, the more attractive the service is likely to be to the well educated recruit.

Pay and Hours

38. Although pay is a matter for the Police Council rather than the Police Advisory Board it obviously plays a considerable part in determining recruitment and wastage. Several of those who gave evidence emphasised that educational qualifications were in many respects a marketable commodity. Those possessing them naturally compared the salaries offered by the police with those offered by other careers open to them. Anyone contemplating a career in the police service must be pre-disposed towards public service and no public service can seriously compete with private industry to attract the man whose principal concern is to make as much money as he can. Nor is such a person likely to make an ideal recruit to the police. But although a pre-disposition towards a police career implies an element of vocation, this does not preclude a normal concern for pay and prospects. The general view of witnesses was that, although starting salaries in the police service (taking account of allowances) did not appear unreasonable, the differentials at senior and intermediate ranks were criticised and the pay at these levels was regarded as a disincentive to better educated recruits. Our attention was drawn to the link between pay and status. The prospect of earning at the age of 30 significantly less than others with the same educational background was particularly unattractive. The constable's maximum salary of £1,135 together with rent and other allowances certainly will not attract graduates. It is of course true that the exceptionally well qualified recruit should not be much concerned with the constable's maximum. This, however, emphasises the need for promotion prospects in the police service for such recruits to be clear and attractive.

39. As regards conditions, the prospect of shift work is bound to be unattractive but until high rank is reached, it is an inevitable consequence of the nature of the work and generally accepted as such. Any move towards a reduction in hours making it possible to provide more frequent free weekends would make the service more generally attractive. We recommend that the attention of the Police Council for Great Britain should be drawn to the aspects of pay and conditions discussed in this and the preceding paragraph.

Technical Development

40. The introduction of modern equipment and of new methods of policing are crucial both for efficiency and for morale. Some of the developments such as unit beat policing, pocket radios and the experimental use of helicopters attract considerable publicity. Recently the application of these and other developments has proceeded at an unprecedentedly rapid pace and it is essential that this momentum should be maintained. Their significance was emphasised by the schools liaison officers who told us that they found the bulletin published by the Police Research and Planning Branch giving information for the police

service about the new techniques being developed proved in many ways more effective as recruiting literature than material produced for that purpose.

Man Management

41. Special attention is now being paid to the need for further training in man-management for senior officers in the service. The police must remain a disciplined service and we were told that, contrary to some of the common assumptions about student hostility to authority, there were some who found this attractive. But everything depends on the type of discipline. People of intelligence and ability who have been accustomed to arrangements whereby they are treated as responsible adults and expected to exercise self-discipline, are particularly likely to resent any unnecessarily negative, parade-ground style discipline which appears to be exercised for its own sake rather than for any discernible purpose. It is crucial that a recruit who has joined the police because he wanted to perform a public service should feel that this expectation is being fulfilled. Instructions need to be accompanied by reasons and the significance of the work he is expected to do should be explained.

42. The above matters have been dealt with in general terms because they have been comprehensively studied in the Working Parties of the Police Advisory Board on Manpower, Equipment and Efficiency. These reports have contributed to establishing a new picture of the police service. The changes recommended need to be implemented speedily and their implementation requires publicity to assist in replacing the currently entrenched impression of what the service has to offer.

PART IV

PROMOTION STRUCTURE

Qualifying period for taking the sergeants' examination

43. The regulations now provide that before becoming eligible to sit the promotion examination to sergeant a minimum of three years' service as a constable is required and that a minimum of four years' service is necessary before actual promotion. These provisions attracted more criticism from academic witnesses than any other feature of the police service. The basic objection was not so much that four years was necessarily too long a period as that the insistence on a rigid bar on promotion earlier than four years gave the impression that the police service was not disposed to provide for the early promotion of the exceptionally able man whatever his educational background. It was interpreted as a sign that length of service was valued very much more highly than ability. We have considered the question of whether a more flexible approach would be justified with this in mind.

44. The minimum period used to be four years before taking the examination and five years' service before actual promotion. The Royal Commission recommended a reduction of two years in both periods but this provision was only partially implemented, reductions of one year only being made. The Working Party on Manpower considered a proposal to reduce both qualifying periods by a further year but only for recruits entering at the age of 21 years or above. This proposal would give an advantage to the mature entrant and would thereby

benefit graduates, but would not be confined to them. A majority of the Working Party on Manpower favoured this proposal but this was not a unanimous view. We have also considered the possibility of providing that recruits with higher educational qualifications should be eligible to sit the promotion examination and to be promoted more quickly than those without them.

45. We are convinced that a change is necessary in the interests of the service as a whole. The crucial factor is that eligibility to sit the promotion examinations or to be made a sergeant entitles no one to such promotion. The discretion rests with the chief constable. The effect of the present system is to limit his discretion. We recognise that no one however intelligent is fit to be promoted until he has clearly demonstrated that he has acquired adequate police skills and experience and is sufficiently mature to perform the duties of a sergeant. We consider however that an entrant should have the opportunity to demonstrate whether he has made the necessary progress in less than three or four years. To reach the necessary degree of proficiency in a shorter period will certainly be a difficult task but the quality of the service is not maintained or improved by denying the outstanding man the opportunity to attempt it. Since the basic purpose is to provide opportunities for the exceptionally able we see no purpose in restricting these opportunities either to graduates or to mature entrants. We regard it as essential that they should be available to all on an equal basis. We accordingly recommend that any constable should become eligible to take the promotion examination to sergeant after two years' service. We further recommend that the requirement of a minimum of four years' service as a constable before actual promotion should be abolished.

46. A constable will thereby be eligible to sit the first available promotion examination after completing two years' service and, if successful, be eligible for actual promotion, if selected, as soon as the results are known. As a constable is on probation for the first two years of his service and spends a substantial part of that period undergoing instruction as well as gaining practical experience, we do not think it would be right to remove the limit altogether. We think that if this recommendation is put into effect it should remove what one of the university appointments officers described to us as 'the most important drawback mentioned by undergraduates when discussing the possibility of a police career'. We recognise that special consideration will need to be given to the application of these arrangements to the Metropolitan Police, where promotion to sergeant depends primarily on the results of a competitive examination.

Promotion to Inspector

47. After the sergeant's examination the quickest promotion route for the most able members of the service is now primarily the Special Course at Bramsbill. Those who come highest in the sergeant's examination are considered for interview by a Central Selection Board and those who surmount this hurdle go forward to an extended interview procedure conducted under the auspices of the Civil Service Commission. Those who are finally selected for the Special Course are subject to tests, continuous scrutiny, and examinations during its year's duration and are awarded a certificate if they successfully complete the Course. Those who are not already sergeants before they start the Special Course are temporarily promoted to the rank of sergeant at its commencement

and the promotion is made substantive on successful completion of the Course. At present the requirement to take an examination in police duties before becoming eligible for promotion to inspector applies to those who have successfully completed the Special Course. We consider this last examination unnecessary for those who have obtained a Special Course certificate and recommend that these officers should be eligible for promotion to inspector after a total of one year's experience in normal outside police duties as a sergeant.

48. The majority of us further recommend that those who have successfully completed the Special Course should not merely be eligible for promotion but be automatically promoted inspector after a year's satisfactory experience of sergeant's duties. It is already true that most officers who successfully complete the Special Course are promoted inspector quickly. The criterion adopted by the Extended Interview Boards is that officers should be selected for the Special Course only if they are considered likely to be promoted beyond the rank of inspector early in their career, and if those selected have successfully passed through the Special Course and have satisfactorily completed a year's duty as sergeants, most of us consider that little risk would be taken in providing for automatic promotion to inspector.

49. Most of us feel that this would have a considerable effect on the attitude of sixth-formers and undergraduates to the opportunities offered them in the service. For the outsider the police promotion structure is complex and difficult to understand. If one can demonstrate that the Special Course normally offers a clear run to the able recruit, on a competitive basis, from constable to inspector in four to five years, subject of course to satisfactory performance, it would greatly assist those whose duty it is to present the police service as an attractive career to the better educated and indeed to anyone with confidence in his own ability.

50. We have considered whether automatic promotion of this limited number of specially selected officers would hamper the promotion of other officers to inspector. As Special Course vacancies are allocated entirely on merit and there is no numerical allocation between forces there might have been some risk of difficulty in absorbing officers automatically promoted inspector into the establishment of a small force which had a great deal more than its proportionate share of talent. We consider that the proposed amalgamations will make forces large enough for this to become a negligible difficulty in practice. Looking at the service as a whole, we also note that the capacity of the Bramshill Course (of the order of 60 a year subject to some expansion) is only a small proportion of the total number of promotions to the rank of inspector. In 1965 for example, there were nearly 850 such promotions. This is important because whereas the Special Course is intended for the exceptionally able, by far the most usual promotion to inspector will be of officers who have not been selected for the Special Course.

51. This recommendation is not unanimous. We are agreed on exemption from the promotion examination but some of us consider that whereas it is reasonable that a year's satisfactory experience in sergeant's duties should make those who have completed the Special Course eligible for promotion, to go further and offer automatic promotion might be interpreted as leading to a division in the service between Special Course men and the rest, who would regard them as a class apart.

52. The combined result of these recommendations would be that the exceptionally able recruit who passes the sergeant's examination and is selected for the Special Course at his earliest opportunity could expect to be an inspector in five years. If he were exceptionally fortunate and was promoted sergeant as soon as the results of the sergeant's examination were known he could complete the greater part of his year's practical experience as a sergeant before going to Bramshill and thereby be an inspector in less than 5 years.

53. Above the rank of inspector promotion in the police service is entirely on merit and there are no qualifying periods or examinations. We have no changes to recommend in this respect but we think it important to stress the large number of senior positions available in police forces in this country and that promotion is perhaps more rapid than in some professions with a higher age of retirement. In 1965 there were nearly 2,500 posts for men above the rank of inspector and nearly 700 promotions to such posts. There are more than 200 posts at chief constable, assistant chief constable or equivalent rank. It is also important to emphasise here that the highest positions are open only to police officers.

PART V STARTING PAY

54. We considered the question of a pay bonus for academic qualifications. Several careers offer such inducements: for example the banks offer recruits with good 'A' level results a higher starting salary, and the teaching profession provides a higher starting salary for those with a good degree. The representatives of the Headmasters' Association and of the university appointments boards both drew attention to this possibility. We also considered whether broader criteria could be devised which could include not only educational qualifications but social work and voluntary service overseas etc. The concept of 'relevant experience' is attractive but the difficulties of definition seem too great.

55. When we considered this problem the starting pay of recruits was £700 a year (excluding allowances) but those entering the service at the age of 22 years or above had a starting salary of £800. Our particular attention was drawn to the anomalies this created with regard to the graduate. Since the ending of national service, it has been common for the undergraduate to commence his course at 18+ and complete it at 21+. If he joined the police service immediately after graduation he was therefore very likely to miss the £100 bonus available for those starting at the age of 22 or above, and commenced at the same salary as he would have received had he joined the service at 19. In some circumstances a would-be recruit would have been financially better off if he did nothing for a month or two after graduating rather than join just before his 22nd birthday. The Working Party on Manpower suggested a system of age pointing which would avoid this anomaly. We are glad to learn that this is now being introduced and that as a result the starting pay will be graduated at each of the years 20, 21 and 22 instead of a single step at 22. The result of this, combined with the effect of the nine per cent pay rise, is that a 21 year old graduate joining a provincial force will now start at £835 a year instead of £700 (an increase of 19 per cent) and in London at £880 (plus an undermanning allowance of £35) a year instead of £745 (plus the allowance). The value of free accommodation or rent allowance must be added to all these figures. These changes do not confer any specific

financial advantage related to educational qualifications but they will go some way to offset the disadvantages at present experienced by the older recruit of say 21, whether a graduate or not. We recognise that age pointing does not completely meet the arguments which were put to us that the police should follow those other professions which offer higher pay for educational qualifications. But we are very conscious of the resentment which a system of special allowances based on educational background, involving different pay for people doing the same work and of the same age and police experience would cause in the service. We believe that the arrangements for age pointing represent a worthwhile improvement, and we do not consider it desirable at this stage to recommend a system of increased pay by way of recognition of academic qualification.

PART VI

METHODS OF ENTRY

56. If the recommendations made in the preceding sections of this report are accepted, there will be a considerable advance in the direction of providing means of speedy promotion in the service for the exceptionally well qualified recruit. But the consensus of opinion of those speaking for university appointments boards, of the headmasters, of the Civil Service Commission which is in close touch with this problem, and of the experienced police liaison officers, is that further steps would need to be taken to break down the impression that the police service is not really interested in those who have already shown intellectual ability in competition with their contemporaries and have reached 'A' levels in sixth forms and degree levels at universities.

57. We have therefore considered what further steps could be taken without prejudice to the fundamental principles attached to the organisation of the police service.

Police Scholarships at Universities

58. First as regards sixth-formers, we are impressed with the need to offer attractive opportunities for joining the police service which do not cut across the desire of young people who have the right qualifications to go on to higher education. This already arises to a limited extent in connection with police cadets who obtain a sufficient number of 'A' levels of the right standard for entry into the university. We note that the armed services and a number of other organisations arrange to recruit school-leavers with university places and pay while they are at university. The nearest police equivalent is the Bramshill scholarship scheme whereby selected officers who have completed the Special Course go to university on police pay and allowances. This however takes place several years after recruitment and there is no possibility of telling a recruit on joining that he will gain such a scholarship. The purpose of the Bramshill scholarship is primarily to give further opportunities to able members of the service who for one reason or another missed going to university at the normal age. There is also the provision, referred to in paragraph 21 above under which certain individual forces are sending suitably qualified officers to universities in or near their areas. But neither of these schemes is likely to have much effect in attracting into the police service young men who have already obtained university places.

59. We therefore think there is scope for a new scheme of police university scholarships. We consider that the number should be limited to 20 a year and that publicity and selection should be on a national basis. Selection should be by way of a procedure of the extended interview type designed to test how far the applicant, in addition to his academic ability, has the qualities required of a potential senior police officer. It would be necessary for the individual selected by the Board to be accepted by the chief officer of a force whose police authority was prepared to accept the financial liability involved. We consider that those selected should first spend a period of about two years on trial so that they and their forces could find out whether they are suitable for police work. The selected officer should then be able to take up his university place on police pay and allowances. Now that national service has ended we think that a two year break from academic work would not be unwelcome to many provided that the university place was assured at the end of it. The arrangement for a period of police service before university should also discourage anyone thinking of spending his time as an undergraduate on police pay instead of a grant with a view to leaving the service on graduating. These arrangements would have to be worked out in co-operation with the Universities Central Council on Admissions, but we understand that a proportion of more mature undergraduates are often welcome at universities. We have received such willing co-operation from universities with regard to Bramshill scholarships that we believe that any difficulties that may arise will be overcome.

60. Those awarded 'police scholarships' would often be too young to join the service immediately as constables, since the minimum age of entry is 19. To insist on two years' service as a constable before going to university rather than two years' combined service as cadet and constable would mean that most of those leaving school in the summer would be unable to take up a university place in the autumn two years later. If they miss the beginning of the academic year this would mean a full year's delay and in practice lead to an interval of more than three years between leaving school and taking up the university place. So long an interval would seriously reduce the attractiveness of the scheme, and we recommend that two years' combined cadet and police service (including at least one year as an attested constable) should be required before the scholarship holder goes to the university. If cadet service were counted and the 'police scholar' went to university after less than two years as a constable he would not have completed his probation before going to university, but under existing regulations he would normally complete his two years' probation while on secondment. We therefore consider that those who have not completed two years' service as a constable should go on to university as probationers and complete the two year period of probation on return. We would not encourage police service during the vacations since it is important that the police officer undergraduate should gain the full normal benefit of university experience. Nor would we encourage studying for police promotion examinations while at university, but it would be unfair to deny the officer who had spent almost two years as a constable gaining the necessary experience and knowledge, the opportunity to sit the examination, so the normal two year limitation from the date of joining the service would apply. We consider that this scheme could make a useful contribution to attracting better educated recruits to the service. One of the schools liaison officers has reported that a headmaster told him 'you have already lost many of my best sixth-formers to the armed services because you do

not offer the same facilities in terms of university scholarships and grants'. We therefore recommend that serious consideration should be given to the introduction of such a scheme.

Alternative Entry Schemes

61. We have also considered possible alternative entry schemes designed for graduates. Under the arrangements outlined in previous sections, graduates, like other recruits, would be able to qualify for early promotion: but they would still be three years behind contemporaries who entered the service at the minimum age of 19. The introduction of age pointing will enable account to be taken of their age in their starting pay, but they would have nothing else to offset their three year handicap.

62. The Working Party is unanimous in not recommending two tier entry for the police service. We are agreed that the principle of entry for all at constable level should be maintained. But it does not necessarily follow that no special consideration at all should be given to any graduate, however good, to offset the handicap of late entry to which reference has just been made. We heard a good deal of evidence to the effect that something further needs to be done to overcome the reluctance of the best graduates—who could otherwise be making a substantial start in another profession—to face not only the fact that they may be three years behind but the uncertainty of selection for the Special Course at Bramshill.

63. The opportunities which this course provides for rapid promotion are only beginning to be appreciated. The representatives of university appointments boards reminded us that despite the steps taken to publicise the new arrangements for higher training and accelerated promotion, only comparatively few undergraduates knew about it. We consider that in the short time it has been operating its existence has contributed to the increase in the number of graduates joining the service and that as it becomes better known it will do so increasingly. But so far as the graduate is concerned the great drawback is the uncertainty of selection. We have considered whether it would be practicable to test a graduate's suitability for the Special Course before he joins the service and offer him some kind of guarantee that if he qualifies in the sergeant's examination and carries out his duties satisfactorily he will be offered a place on it three years after entry. Some members of this Working Party are attracted by such a scheme but it would require those conducting the selection to take a decision before knowing anything about the candidate in a police environment. After taking the view of the Chairman of the Civil Service Selection Board and chief officers principally concerned with the selection procedures we have decided that no such guarantee can be offered. We recognise however that there would be great advantage in utilising the extended interview selection procedures to pick out before they join the service graduates who appear to have the right qualities required for the Special Course.

64. Bearing this in mind the majority of us recommend a scheme whereby up to 20 graduates a year would be eligible for selection by a procedure on the lines of the Special Course extended interview procedure. There would be no question of automatically filling the 20 vacancies: only those who were considered to be likely to reach the level at present required by Special Course candidates would be selected. Those selected would be appointed constables and

undergo training and perform police duties in the normal way. After two years' service they would be able to take the sergeant's promotion examination, again in the normal way, but the fact that they had already been subjected to rigorous selection before being recruited would entitle them to go forward for consideration for the Special Course provided they reached the qualifying level in the sergeant's examination in police subjects. They would not be required to pass near the top of the list before being considered, although a low placing amongst the qualifying candidates would obviously count heavily against them. They would have no entitlement to a Special Course place and they would again have to go through an interview procedure ; but it would be modified to concentrate less on general potential, on which they would already have been tested, and more on police matters, the object being to see whether in the light of actual experience of their work as constables they were still regarded as up to the required level for the Special Course. Those accepted would go on to the Special Course in the normal way and have no advantages or different treatment from other members during and after the Course.

65. It is fundamental that the existing allocation of Special Course places should in no way be affected by this scheme. Any places allocated to graduates entering by it would be additional to those allotted under the existing procedure.

66. The majority of us think that such a scheme preserves the principle of equality of opportunity within the service while giving the graduate the chance to try himself out before joining. Some members of the Working Party fear that a special form of selection for some graduates might discourage those not selected by it from joining the service at all, but the majority of us do not consider that this is necessarily so. Those not selected would still have the opportunity to qualify for the Police College in the ordinary way and we believe that the recommendations made earlier in our Report would make the ordinary means of entry more attractive.

67. Those who gave evidence to us favoured a scheme on the lines of that outlined above in view of all the circumstances. Their general view was that the graduate who was likely to be interested in the police service did not demand special privileges—even though he is offered them in most other occupations—but expected the opportunity to take increased responsibility as soon as he showed himself fit to do so and some kind of indication that he was likely to progress quickly before he committed himself to the police career. They considered that this scheme would satisfy these requirements, and in particular that it would have a good chance of attracting graduates of the above average all round qualities required.

68. The representatives of the Police Federation and the Superintendents' Association do not agree with the proposal that these specially selected graduate candidates should be considered for the Special Course provided they pass the sergeant's examination. They consider that the requirement to pass near the top of the list should be retained. The majority of us however consider that obtaining a degree and passing through the extended interview procedure before joining is sufficient evidence of ability to justify consideration for the Special Course.

Sandwich Course

69. We are indebted to the Vice-Chancellor of Loughborough University for another proposal : a sandwich course for the police service. He suggested a four year course at a technological university designed to give a sound mathematical and scientific foundation, an awareness of the possibilities of scientific methods, and to develop an alertness to more knowledge. The contents would be devised in consultation between academics and chief constables, care being taken to avoid a spread of subjects so broad as to provide a smattering of everything without time for thorough study of any single subject. These arrangements would involve a number of difficulties for the service, particularly with regard to the number and thickness of the layers in the sandwich. Too rapid an alternation between police work and academic life would place a strain on the officer concerned and would make it difficult to fit in his normal police training. There are obvious difficulties in expecting an officer to be an agent of the law for half the year and a member of the student body for the other half. In many respects an arts or social science syllabus would be as appropriate as a science based one. In the time available we have not been able to consider these difficulties as thoroughly as we would have wished. We cannot therefore do more than say that such a scheme clearly merits further study.

PART VII

SUMMARY

We summarise the more important of our conclusions and recommendations as follows :

Introduction

We draw attention to the increasing numbers going on to some form of higher education and to the small proportion of them entering the police service ; and to the increasingly exacting demands of police work, and conclude that a substantial increase in the proportion of better educated recruits to the police service is necessary (paragraphs 4 to 12).

We examine the pre-war system based on the Metropolitan Police College at Hendon and the post-war system based on the national Police College at Bramshill. We draw attention to the steps which have recently been taken to attract people with good educational qualifications to the police service (paragraphs 13 to 23).

Public Relations

We recognise that there is a widespread impression that the police service does not need or provide scope for the better educated and that continuous effort is necessary to put across the intellectual challenge of modern police work and the pace of development in organisation, methods and equipment (paragraphs 24 to 26).

We recommend a scheme to be worked out on a national basis for study visits to police forces (paragraph 27).

We recommend there should be opportunities for sixth-formers to maintain contact with the police service and carry out periods of whole-time cadet service in the school holidays (paragraph 29).

We recommend that all forces should be prepared to consider applications from sixth-formers contemplating a police career so that they can be informed well before their nineteenth birthday whether they are likely to be acceptable (paragraph 30).

We recommend that the desirability of offering a short course of cadet training designed for the youth who leaves school in his eighteenth year should be drawn to the attention of all forces (paragraph 31).

We recommend that the work of the schools liaison officers should be vigorously pursued and supported (paragraph 32).

We recommend an arrangement whereby officers who have successfully completed the Special Course maintain contact with their former schools (paragraph 33).

We stress the need for a vigorous publicity campaign with material specifically aimed at graduates and sixth-formers (paragraph 34).

We recommend that the value of fringe benefits in addition to police pay should invariably be stressed in advertisements (paragraph 34).

General Changes in Pay and Conditions

We recommend that the attention of the Police Council for Great Britain be drawn to certain aspects of pay and conditions of service as a factor in attracting and keeping well qualified recruits (paragraphs 38 and 39).

We stress the importance, in attracting the well educated, of the speedy implementation of the Recommendations of the Working Parties of the Police Advisory Board on Manpower, Equipment and Efficiency (paragraph 42).

Promotion Structure

We recommend that the minimum period of service before a constable is eligible to sit the promotion examination to sergeant be reduced from three to two years. We further recommend that the requirement of a minimum of four years' service before promotion be abolished (paragraph 45).

We recommend that successful completion of the Special Course at Bramshill carry exemption from the requirement to pass the promotion examination to inspector (paragraph 47).

The majority of us recommend that those who successfully complete the Special Course should automatically be promoted inspectors after the completion of a year's satisfactory experience in the normal duties of a sergeant (paragraph 48).

Pay Differentials

We welcome the introduction of age pointing and in the light of it do not think it desirable to recommend higher pay specifically for educational qualifications (paragraph 55).

Methods of Entry

We recommend a police scholarship scheme whereby up to 20 specially selected sixth-formers would be recruited on the understanding that they will take up their university places as police officers after two years' service (paragraph 59).

The majority of us recommend a scheme for selecting nationally up to 20 graduates by a procedure similar to the extended interview for the Special Course. Those selected would be considered after a minimum of two years' service for the Special Course at Bramshill provided they passed the sergeants' examination (paragraph 64).

We recommend that the possibility of a sandwich scheme be further explored (paragraph 69).

General

We believe that, taken together, the recommendations in this report should, if implemented ;

- (1) put across the concept that the police service offers a challenging and worthwhile career to the intelligent.

- (2) provide an opportunity for the young man of exceptional ability to go as far and as fast as his ability will take him.
- (3) provide a special attraction to good quality graduates.

Most important, we hope they will achieve the aim of ensuring that the police service secures a sufficient share of the better educated section of the community while retaining the essential principle that all ranks of the service are open to the officers best fitted for them, whatever their background.

APPENDIX A

The Working Party received written and/or oral evidence from the following people. (In most cases they consulted their colleagues and tried to give us a representative view. But in the time available formal consultation through professional associations etc. was not practicable and references in the report to the views of 'representatives' should be interpreted in the light of this).

Mr E. H. K. Dibden	London University Appointments Committee.
Mr H. J. H. Dyer	Headmaster of Queen Elizabeth's Grammar School, Alford.
Mr B. J. Holloway	Manchester University Appointments Board.
Superintendent P. B. Jackson	Staff Officer (Recruitment) to H.M. Chief Inspector of Constabulary.
Inspector B. Jones	Schools Liaison Officer for Wales.
Mr W. P. Kirkman	Oxford University Appointments Committee.
Mr W. G. Merriman	Headmaster of Wigan Grammar School and Chairman of the Careers Committee of the Headmasters' Association.
Mr K. A. G. Murray	Chairman of the Civil Service Selection Board.
Mr N. T. Scott	Nottingham University Careers and Appointments Board.
Chief Inspector A. M. Stobart	Metropolitan Police.

APPENDIX B

Educational Qualifications of Recruits Starting their Initial Training in 1959, 1964, 1965 and 1966

	No G.C.E.s				1-4 G.C.E. 'O' levels				5 or more G.C.E. 'O' levels				2 or more G.C.E. 'A' levels			
	1959	1964	1965	1966	1959	1964	1965	1966	1959	1964	1965	1966	1959	1964	1965	1966
PROVINCIAL FORCES																
Ordinary entry	70.5	59.4	62.8	61.2	19.3	25.4	25.2	25.6	9.3	13.6	11.6	11.1	0.9	1.6	1.6	2.1
Cadet entry	51.2	24.2	20.9	28.2	39.1	53.3	56.2	47.5	9.7	22.9	22.0	22.1	—	0.6	0.9	2.2

METROPOLITAN POLICE	1959	1964	1965	1966	1959	1964	1965	1966	1959	1964	1965	1966	1959	1964	1965	1966
Ordinary entry	68.1	52.8	53.7	52.5	18.0	28.9	25.5	27.6	11.3	14.9	16.6	14.0	2.6	3.6	5.9	5.9
Cadet entry	36.7	24.2	20.1	37.2	41.0	45.0	49.4	50.1	20.5	29.7	28.3	11.1	1.8	1.1	2.2	1.6

TOTAL	61.1	49.4	50.8	52.4	24.8	32.5	33.0	31.0	12.4	16.6	15.2	14.0	1.7	1.6	1.9	2.6
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Each recruit is counted once in the table so that, for example, a recruit with 5 or more 'O' levels AND two or more 'A' levels appears only in the last column.

APPENDIX C

Male School Leavers and University Entrants: England and Wales

	1938-39	1955-56	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1980-81 ⁽¹⁾
MALE SCHOOL LEAVERS WITH 2 GCE 'A' LEVELS OR OVER	5,200 ⁽²⁾	16,600	24,500	27,600	30,100	32,100	35,900	41,900	40,900	69,400
Male intake of Universities ⁽³⁾	7,900	13,300	16,500	17,600	18,500	19,200	21,200	28,800	28,900	55,200

1. The 1980-81 figures are taken from estimates for the Robbins Report, assuming that 70% of the entrants are men. The Government is not committed to them.
2. These are figures of 'Approved Second Examination' in grant aided schools which is the nearest pre-war equivalent to 'A' levels but excludes public schools.
3. Students for first degrees and first diplomas.

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